PROVINCE OF
BRITISH COLUMBIA

MINISTRY OF SOLICITOR GENERAL

Dedicated to Public Protection and Safety

ANNUAL REPORT 89/90

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The Honourable
DAVID C. LAM, C.M., K. St. J., LL.D,
Lieutenant Governor of the
Province of British Columbia

MAY IT PLEASE YOUR HONOUR,

The annual report of the Ministry of Solicitor General of the province for the period April 1, 1989 to March 31, 1990 is herewith respectfully submitted.

HONOURABLE IVAN C. MESSMER
Solicitor General

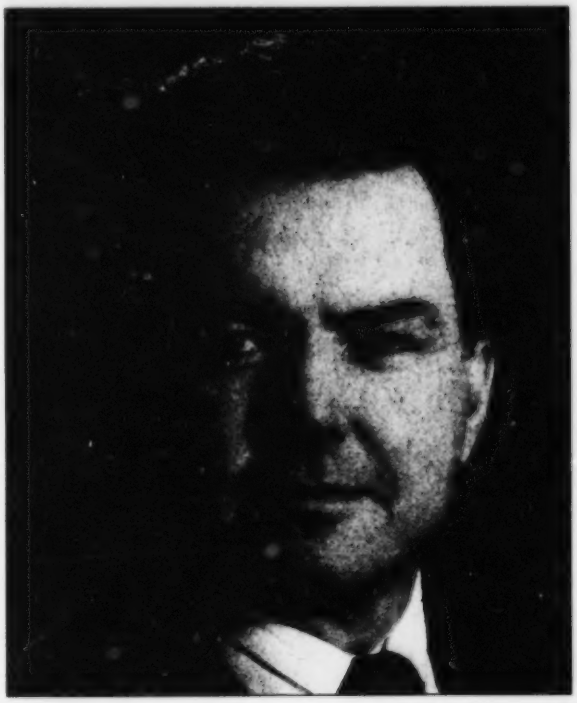
Office of the Solicitor General, 1991

Dennis T. R. Murray
Deputy Solicitor General

The Honourable Ivan C. Messmer,
Solicitor General

SIR:
This is the second annual report of the Ministry of Solicitor General.

During the year, great strides were taken to improve a number of areas in the Ministry. Among them were enhancements to the Provincial Emergency Program, Traffic Safety Initiatives, and co-ordination of services for troubled youth. We are proud of our ability to provide effective services without inordinate cost to the taxpayer. Ministry staff look forward to another year of serving the public with a view to even greater improvements.



Yours Sincerely,

DENNIS T.R. MURRAY
Deputy Solicitor General

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INTRODUCTION

The Ministry of Solicitor General was established July 6, 1988 in recognition of the government's commitment to public safety, to the protection of its citizens, and to the regulation of various enterprises in our society. The Ministry, in support of the provincial justice and regulatory system and the economic well-being of the province, ensures that individual rights of British Columbians are protected and that their safety is secure.

Comprising the Ministry are four Branches as well as a number of service and regulatory agencies. The Branches are: Corrections; Police Services; Motor Vehicles; and Support Services. The agencies are: B.C. Board of Parole; B.C. Coroners Service; B.C. Gaming Commission; B.C. Police Commission; B.C. Racing Commission; Commercial Appeals Commission; Criminal Injury Compensation Board; Film Classification Branch; Motion Picture Appeals Board, Motor Carrier Commission; Order-In-Council Patients Review Board; and Public Gaming Branch. Also included in the Ministry are Communications and Public Affairs; Women's Programs; and the Traffic Safety Directorate.

The operations of the Ministry are directed by the Executive Committee which includes the Deputy Solicitor General, who is also the Commissioner of Corrections, and the Assistant Deputy Minister of each Branch. Two of the Branches, Corrections and Motor Vehicles, provide service on a highly regionalized basis to best meet the needs of the public.

GOALS

In fulfilling its mandate, the Ministry upholds the following goals:

- ensuring that the law and public peace are maintained in the province through coordinated, professional, and well-trained services;
- controlling and regulating the use of firearms, the private security industry, and protective security in government;
- coordinating efforts to identify, suppress, and prevent organized crime and terrorism and apprehend organized and major criminals;
- assisting local communities in organizing themselves for responding to major emergencies and disasters;
- coordinating municipal plans for preparedness;
- providing a wide range of correctional programs in the community as safe and effective alternatives to custody;
- safely holding all people remanded or sentenced to custody for less than two years by the courts, or federal inmates transferred to the province;
- facilitating the resolution of less serious offences without court intervention through diversion and alternative measures;
- supervising people released on bail or temporary absence, placed on probation, or granted parole;
- at the request of the Court or Crown Counsel, conducting investigations, providing information and making recommendations which will aid in the resolution of criminal matters that are, or may come before the Court;
- assessing the suitability of offenders for gradual release from custody to the community and ensuring that appropriate supervision is provided;
- assisting families experiencing marital separation to resolve issues regarding child custody, access, maintenance and spousal support in a non-adversarial matter;

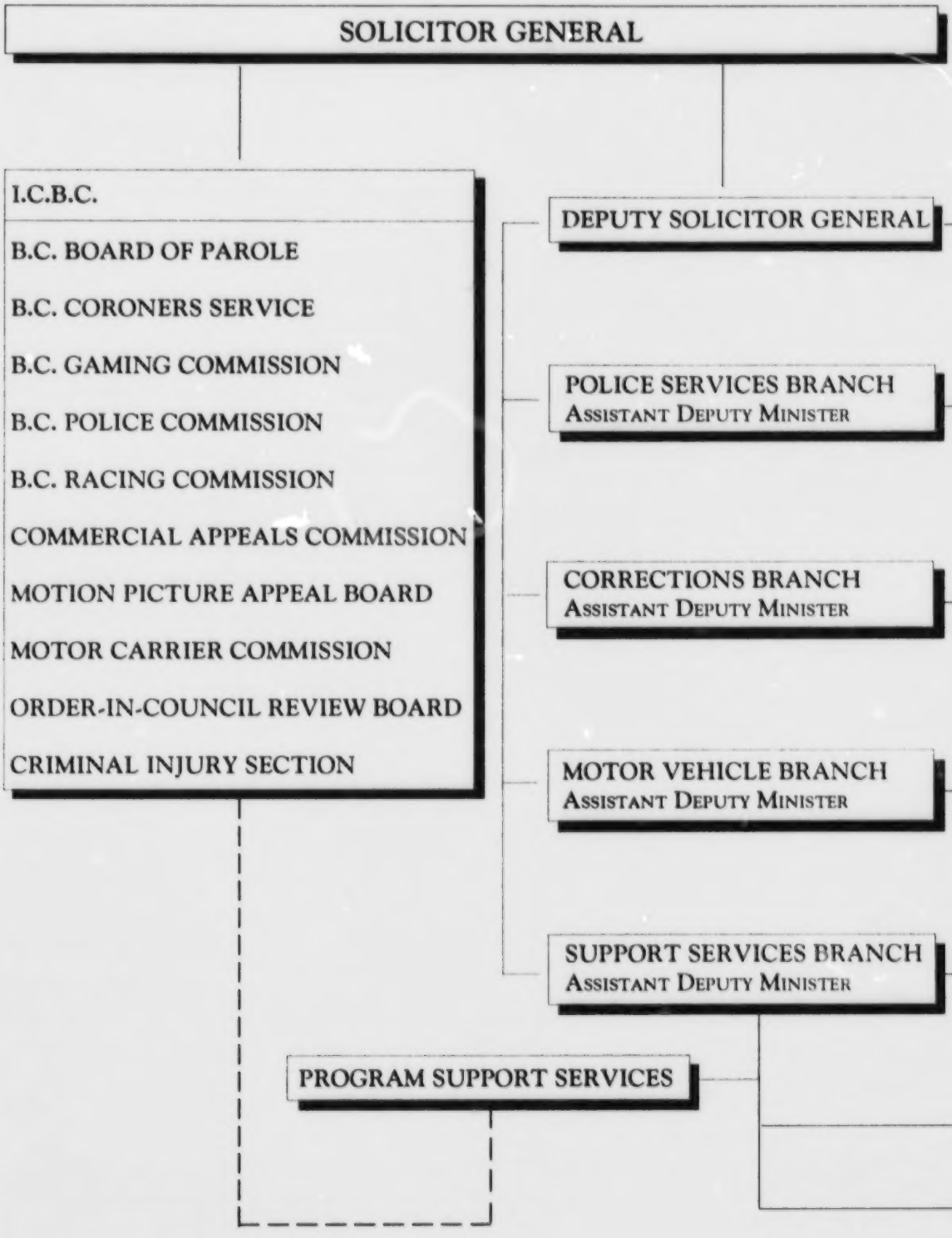
- providing information to the Court to assist in the resolution of issues surrounding marital separation;
- ensuring that all resident operators of motor vehicles using the provincial roads and highways are basically qualified and competent to operate a motor vehicle;
- educating owners of motor vehicles to maintain their own vehicles in a safe operating condition and ensuring that they do so;
- monitoring, regulating, and enforcing the lawful use of public roads and highways;
- establishing methods of preventing sudden and unexpected deaths on the basis of the determined causes of death;
- ensuring that commercially distributed films and videos, their related advertising, display and presentation, comply with legislated standards of taste;
- ensuring that horse racing events and public gaming activities are conducted fairly, lawfully and in the public interest;
- providing assistance to victims of crime;
- hearing quasi-judicial appeals of administrative decisions in accordance with provincial statutes which govern commercial transactions and economic regulation; and
- assessing the circumstances of those who are found unfit to stand trial or are not guilty by reason of insanity. The intention is to determine if these people are capable of standing trial or being gradually returned to the community.

PRINCIPLES

In providing service, the Ministry is guided by the following principles:

- The need to be responsive to changing public needs efficiently, effectively and with impartiality towards individuals and minority groups alike;
- The active commitment to high quality service and high standard of professionalism through employment equity programs for women, motivational training, and the recognition of Ministry staff;
- The recognition that individuals and communities are entitled to reasonable protection from those who pose a threat to peace, security and well-being, with particular concern for those whose liberty has been lawfully constrained by the courts or other authorities;
- The avoidance of excessive or unnecessary intervention into the lives of individuals or institutions;
- Without endangering public safety, offenders should be provided with opportunities for self-improvement, reparation, gradual release and re-establishment into the community;
- The rendering of roads and highways throughout B.C. to be as safe as possible;
- The conducting of wagering and other forms of gaming, video and film distribution enterprises in a way that's fair, lawful and in the public interest;
- The restriction of the possession of firearms to prescribed purposes in consideration that their possession is a privilege, not a right;
- Victims and witnesses in the criminal justice system have special needs and deserve to be treated with dignity and respect;
- The disproportionate representation of aboriginal people in the criminal justice system should be corrected through the cooperative development of preventative measures of creative, equitable and practical alternatives;
- Thorough reparations must be made for major emergencies and disasters in order to preserve and protect people, property and the environment;
- Citizens have a responsibility to conduct themselves lawfully, safely and responsibly to take reasonable steps to protect themselves and their property, and to assist government in preventing and responding to crime, dangerous or disastrous events; and
- All motor carriers should be able to operate safely and economically in a viable industry through economic regulation.

MINISTRY ORGANIZATION


SOLICITOR GENERAL
I.C.B.C.
B.C. BOARD OF PAROLE
B.C. CORONERS SERVICE
B.C. GAMING COMMISSION
B.C. POLICE COMMISSION
B.C. RACING COMMISSION
COMMERCIAL APPEALS COMMISSION
MOTION PICTURE APPEAL BOARD
MOTOR CARRIER COMMISSION
ORDER-IN-COUNCIL REVIEW BOARD
CRIMINAL INJURY SECTION
DEPUTY SOLICITOR GENERAL
POLICE SERVICES BRANCH
Assistant Deputy Minister
CORRECTIONS BRANCH
Assistant Deputy Minister
MOTOR VEHICLE BRANCH
Assistant Deputy Minister
SUPPORT SERVICES BRANCH
Assistant Deputy Minister
PROGRAM SUPPORT SERVICES

MINISTRY OF SOLICITOR GENERAL
ORGANIZATION CHART
1989/90

COMMUNICATIONS & PUBLIC AFFAIRS

TRAFFIC SAFETY DIRECTORATE

WOMEN'S PROGRAMS

INTERNAL AUDIT

- Co-ordinated Law Enforcement Unit (CLEU)
- Provincial Emergency Program (PEP)
- Policy & Programs
- Security Programs

- Resource and Program Analysis Sections
- Probation, Family & Community Services
- Adult Correctional Centres
- Youth Containment Centres
- Inspection & Standards

- Licensing & Support Services
- Compliance & Engineering
- Commercial Transport Division
- Inspection & Carrier Safety Division

- Finance and Administration
- Information & Technological Services
- Policy & Resource Analysis
- Personnel Services

FILM CLASSIFICATION BRANCH

PUBLIC GAMING BRANCH

CORRECTIONS BRANCH

The Corrections Branch has primary responsibility for correctional services. It provides facilities, supervision, programs and services for sentenced or remanded adults and youth, and a conciliatory approach to family services. The Branch has wide-ranging responsibilities.

It deals with:

- incarcerated adult offenders on remand or sentenced to less than two years imprisonment;
- young offenders on remand or sentenced to periods of containment; and
- both adults and youths being supervised under probation and parole, or awaiting sentencing.

It provides :

- a broad range of contracted services which promote community reparation and positive changes in offenders;
- reports to the courts on adult and young offenders;
- Family Court Counselling services for individuals considering court intervention in resolving marital/ family disputes; and
- investigations and reports as ordered by the court regarding issues such as child custody, access and family maintenance payments.

CORPORATE INITIATIVES

During the 1989/90 fiscal year, the Corrections Branch developed a number of specific programs. A strategic initiatives paper was prepared by Branch management to identify and address the areas of concern, and to provide direction for Branch priorities and efforts for the following year. Seven issues were identified for emphasis:

- Inmate welfare and work policy development;
- Social program officer series;
- New mission statement;
- Completion of Branch communications strategy;
- Diversion;
- Sex offenders; and
- Native offenders.

INMATE WELFARE AND WORK POLICY

These two policies have been designed to manage program funds and to meet the fiscal management requirements of the Comptroller General's office. During 1989/90, the inmate work policy was completed and distributed to all institutions. The inmate welfare policy outlined parameters for funding and usage.

SOCIAL PROGRAM OFFICER SERIES

Branch managers continued to negotiate for the inclusion of Probation Officers in this classification series. Its completion continues to be a priority for the Branch.

MISSION STATEMENT

The document *Goals, Strategies and Beliefs* has provided a mission statement and direction for the Branch since 1986, however it required revision. The first rewrite was completed during 1989/90.

COMMUNICATIONS STRATEGY

The Branch has recognized the need to be more pro-active in establishing public understanding of Branch activities, and to improve communications within the Branch. To this end, a communications strategy paper was prepared and endorsed by Branch management.

DIVERSION

Adults and youths who have committed minor offences are diverted from the formal court system to other service programs. Initiatives during 1989 focused on improving these services through restructuring the programs and training for contractors.

SEX OFFENDERS

Since 1982, there has been a continual increase in the number of sex offenders in the B.C. Corrections system. In October, 1989, 200 sex offenders were in custody and 1400 were on community supervision. Offenders in the community require intensive supervision to ensure the safety of the community.

During 1989/90, B.C. Corrections increased its institutional Sex Offenders programming at Stave Lake Correctional Centre, and initiated new programs at Prince George Regional Correction Centre, Raleigh Correctional Centre (near Kamloops), and Ford Mountain Correctional Centre (near Chilliwack). Vancouver Island Regional Correctional Centre provided special training to its institutional staff working with sex offenders. In various communities, initiatives promoted the development of specialized intensive supervision programs.

Special programs for Native sex offenders and their victims were funded in Merritt. Innovative approaches to providing treatment were developed in the Kootenays and Prince George areas. These included weekend sessions or intensive retreat programs provided by Forensic Services.

NATIVE OFFENDERS

Throughout 1989/90, the Corrections Branch continued to take a leadership role in provincial Native consultations. The Branch has moved to establish program initiatives that address the disproportionate number of Natives in the Correctional System, and wherever possible helps empower Natives to operate their own programs.

Major initiatives of the Branch focused on helping Natives stay in their own communities. A non-residence program in Williams Lake focused on substance abuse, family relations and victim rehabilitation. Services to help victims were developed for the northern communities of MacKenzie, Ingenika, and McLeod Lake, while Native programs were established in all Corrections Branch custodial facilities. In Prince George, for example, the Youth Containment Centre provided a trapping program for young Native offenders.

OTHER AREAS OF SIGNIFICANT EFFORT

A number of other issues requiring ongoing action were also identified in the strategic initiative paper.

FACILITIES

During the 1989/90 fiscal year, the Corrections Branch maintained one of the lowest rates of incarceration in Canada. This can largely be attributed to the ongoing efforts of the Branch to find safe alternatives to custody. On a negative note, however, the first youth suicide occurred in a B.C. Corrections youth facility.

A number of new facilities began operation. The Kamloops Regional Correctional Centre accepted staff, the Prince George Youth Containment Centre officially opened on June 5, 1989, and the Chilliwack Community Correctional Centre opened in July, 1989. The construction of the three final Oakalla replacement facilities forged ahead. Planning began for replacement of a number of facilities, including Willingdon Youth Containment Centre, Victoria Youth Containment Centre, and Vancouver Island Community Correctional Centre. The Nanaimo Youth Containment Centre closed permanently.

Programs within the centres provided a wide range of work and training opportunities. Prince George Regional Correctional Centre produced 251 sweatsuits for competitors in the World Police and Fire Games. Other work programs focused on joint ventures with the private sector. New Haven Correctional Centre ran programs in conjunction with Canada Post and the Liquor Distribution Branch, and forest fire suppression crews operated from numerous adult and youth facilities.

Training programs for inmates varied from a government upholstery and furniture repair shop at Vancouver Pretrial Services Centre to a pre-release program at Willingdon Youth Containment Centre, which focused on involvement of parents. The victim offender reconciliation program at Stave Lake Correctional Centre and the wilderness program at Boulder Bay Camp were both expanded.

Basic literacy programs were introduced to a number of adult centres, and a temporary absence program was incorporated into a youth facility, which emphasized special education and repayment to the community. In Vernon, offenders serving intermittent sentences were placed in a special residential attendance program developed in conjunction with the RCMP and the John Howard Society.

ELECTRONIC MONITORING

The Branch continued to search for alternatives to custody and promoted the expansion of the EMS program. The Fraser Valley program became operational and the Vancouver Island program entered the assessment and planning stages.

FAMILY

During 1989/90, family work focused on a non-adversarial approach to the Family Justice System which emphasized the use of mediation as a means of solving child custody, access, guardianship and maintenance issues.

The Branch worked towards ensuring public accessibility of the family court system. In Fraser Region, a high number of custody and access reports lead to the creation of a specialist Custody and Access Report Team.

ENVIRONMENTAL ISSUES

The Corrections Branch has an ongoing commitment to environmentally safe practices. This ranges from environmentally sound inmate work programs to office recycling. During 1989/90, Vancouver Island region established a green committee which reviewed Branch practices and made recommendations for future environmental initiatives. Inmates at various institutions provided labour for the Ministry of Environment and the Ministry of Forests. They also provided silviculture and fisheries enhancement projects in various areas of the province.

HUMAN RESOURCE MANAGEMENT

During 1989/90, the Branch continued its commitment to positive human resource management practices. The training year produced 73 new Probation Officer graduates and 229 Security Officers. Eight first level supervisor courses were provided as well as a range of advanced management courses. A total of 719 participants were trained to use the Branch computers.

Training included specialized conflict resolution courses for Correctional Officers, a certificate program dealing with sexual offenders, and a workshop on AIDS.

During 1989, the Branch continued to promote employment equity for women. This included ongoing implementation of special bridging positions for women.

TRENDS

Throughout 1989/90, the Branch continued to identify trends that were affecting the Branch. Additional staff expertise was needed to deal with an increase in difficult-to-manage groups, such as sex offenders and mentally disordered offenders. This increase, coupled with shifts and growth in population, has contributed to a sense of overwork among community correctional staff.

The Branch has adopted new computer systems for information exchange, security and business management. With the shifts in population to the Fraser Valley, B.C. Corrections has begun examining its practice of using forestry camps for inmates in light of new opportunities for development of urban-based facilities.

CASELOAD STATISTICS	1986/87	1987/88	1988/89	1989/90
ADULT INSTITUTIONS:				
Remand	306	339	323	331.4
Sentenced	1,531	1,563	1,494	1,511.9
Total	1,837	1,872	1,817	1,843.3
YOUTH CONTAINMENT:				
Remand	47	38	41	43.5
Sentenced	291	292	277	259.1
Total	338	330	318	302.6
ADULT COMMUNITY SERVICES:				
Probation	8,788	8,704	8,842	9,432.3
Pretrial	1,413	1,579	1,643	1,969.3
Parole	377	388	341	366.3
YOUTH COMMUNITY SERVICES:				
Alternative Measures	539	469	448	602
Probation	3,741	3,882	3,785	3,799
Pretrial	263	287	250	291
FAMILY SERVICES CASES:	5,027	4,979	4,489	3,438
Reports	1,090.03	947.0	820.8	1,073.0

MOTOR VEHICLE BRANCH

The mandate of the Motor Vehicle Branch is to ensure that people and resources are moved safely and efficiently within the provincial transportation system. The activities of the Branch are designed to match with the economic development of the province in a socially and environmentally acceptable way.

During 1989/90, the Branch sponsored the annual regional meeting of the American Association of Motor Vehicles, and introduced the Private Vehicle Inspection program. The Branch's services are administered through seven Divisions.

DRIVER LICENCE DIVISION

The Division is responsible for:

- organ donor registration program;
- examining applicants' abilities to safely operate motor vehicles;
- issuing driver's licences and B.C. Identification cards;
- administering the driver medical review program;
- compiling and recording traffic accident reports;
- maintaining drivers' individual driving records; and
- licensing driver training school operators and instructors.

1989/90 ACTIVITIES

The Division operated permanent driver examination locations and Licence Offices in 34 locations with smaller communities being served through the travelling driver examination program. The total number of drivers licensed in the program in 1989 was 2,556,539, a 4.4% increase from the previous year. The number of original drivers' licences issued was up 10.2%, while the number of BCIDs issued increased 16.1%.

The Division retained records of all B.C. drivers to monitor those who have a history of hazardous driving and, if necessary, prohibit driving privileges.

VEHICLE LICENCE DIVISION

This Division is involved with the following:

- liaison with I.C.B.C.;
- vehicle licence and registration files;
- the snowmobile registration system;
- commercial vehicle reciprocal licensing with other jurisdictions;
- the Field Office Program;
- revenue stock allotment and collection; and
- manufacture and control of number plates, validation decals, and all Branch revenue receipts and permits.

1989/90 ACTIVITIES

This Division directly controlled the licence issuing activity of 117 outlets throughout the province, and indirectly controlled licensing through ICBC's agency force of approximately 700 offices.

COMMERCIAL TRANSPORT DIVISION

In 1989, the Division provided technical direction to 36 permanent weigh scale sites in B.C. and 25 portable patrol units to monitor commercial transport vehicles. A total of 180,830 permits were issued and 2,353,975 vehicles processed.

The Division developed policies related to:

- the operation and monitoring of commercial vehicles, from vehicle design to the final delivery of goods and resources;
- assisting the industry in meeting statutory requirements;
- enforcing all pertinent vehicle laws and issuing permits that accommodate extraordinary moves of specialized equipment; and

- ensuring public safety when approving these moves by establishing guidelines and conditions under which such moves are permitted.

1989/90 ACTIVITIES

The Division completed installation of computer equipment in all permanent weigh scales. The software programs were upgraded on three occasions to allow inspectors to perform more efficiently. Construction of the Hunter Creek Weigh Scale was completed and officially opened in March, 1990. Action was begun for the new building construction and equipment installation at Pattullo Bridge, Fort St. John, Prince George South, Tete Jaune Cache, Williams Lake, Deas Tunnel, and Port Mann Eastbound.

Meetings and studies are being conducted through the Transportation Association of Canada in an effort to standardize regulations across Canada as they refer to straight trucks, straight trucks and trailers, and penalties for oversize/overweight charges.

INSPECTION AND CARRIER SAFETY DIVISION

Formerly called Vehicle Inspection Divison, this Division conducts a variety of programs:

- school bus inspection and permitting;
- commercial vehicle inspection;
- private vehicle inspection;
- National Safety Code;
- licensing and auditing of private inspection facilities in the Commercial Vehicle Inspection Program;
- examination of vehicles involved in fatal accidents;
- examination of commercial vehicles involved in serious or fatal accidents.

In addition, the Branch authorizes vehicle inspectors for private inspection facilities, provides expert testimony in the evaluation of technical evidence before the Court, and issues permits for the use of red and amber flashing lamps.

1989/90 ACTIVITES

The School Bus Inspection Program ensures that construction, safety, health and repair standards are met before a school bus permit is issued.

During 1989/90, 21 reportable school bus accidents occurred, 10 resulting in non-fatal injuries. A total of 3,026 permits were issued; 2,701 were renewals, 325 were new.

Within the Commercial Vehicle Inspection Program, 365 additional private inspection facilities were licensed and 25 additional preventative maintenance facility programs approved, making a total of 1,793 inspection facilities and 781 preventative maintenance programs operating throughout the province. A total of 113,714 inspections were performed at the inspection facilities. The Private Vehicle Inspection Program was introduced in January, 1990.

MOTOR CARRIER DIVISION

This Division serves as the operating arm of the Motor Carrier Commission. Its objective is to regulate motor carriers while promoting adequate and efficient service and safety on public highways. It also serves to foster sound economic conditions for B.C.'s transportation industry. The Motor Carrier Commission regulates intra-provincial transportation for hire, through the *Motor Carrier Act*, and regulates extra-provincial authority through the *Motor Vehicle Transport Act*, 1987 (Canada).

1989/90 ACTIVITIES

A total of 3,791 applications were filed with the Division during the 1989/90 licence year. Compared to last year's figures, that represents an increase of 293, or 7.72%. Of the applications filed, 898, or 23.6% were for additional vehicles, while 2,893 or 76.4% were for new authorities, alterations to existing authorities, or transfer of authorities.

INFORMATION TECHNOLOGY SERVICES DIVISION

In 1990, this Division completed its most ambitious and complex systems implementations. With revisions to the *Offence Act* came new responsibilities for the Motor Vehicle Branch in the monitoring and collection of all of the province's new Violation Tickets and associated collection of fines.

This initiative gave the systems teams a number of responsibilities:

- the building of a ticket monitoring and collection system;
- the replacement of entire business systems to cope with volumes (up to 1,000,000 tickets per year);
- the interfacing of these new signs with existing business systems.

The challenge was met with intense efforts from existing personnel and contracted resources. The Division's major tasks and achievements in 1989/90 were:

- the development and implementation of the Contraventions system for tracking and monitoring all tickets written by enforcement agencies throughout the province;
- the development and implementation of a new Accounts Receivable System for MVB which encompasses not only the fines related to tickets, but also subledgers for weighscales, search fees, NSF cheques, etc.;
- the re-engineering and implementation of the Revenue Management System, originally built by Government Agents Branch, into a more comprehensive revenue and inventory system which now serves both MVB and Government Agents;
- the integration of the Drivers System with the Contraventions, Client and Accounts Receivable Systems. This multi-stage implementation yielded a system which interactively detects debts owing (including tickets) when dealing with any driver, and enables the collection of those debts;
- the integration of existing field office systems with these new mainframe applications, by distributing the new capabilities to over-the-counter applications in both Motor Vehicle Branch and Government Agents Branch offices throughout the province;
- the development and implementation of an automated interface from Contravention and Accounts Receivable systems to the Courts Services Division of Ministry of Attorney General;
- the development and implementation of a highly successful pilot system to support the Radar Camera initiative for issuing tickets to the public;
- the standardization of all of the PC-based software applications and hardware in MVB headquarters to better serve the user community in training and support of micro-applications; and
- the implementation and refinement of the MVB Help Desk for all technology related problems and queries. This new group supports over 570 user terminals and 220 printers on five different kinds of computers in both headquarters and locations throughout the province.

MANAGEMENT SERVICES DIVISION

The Division is the focal point for all related human resource management and administrative activities. It also provides administrative support to the Motor Vehicle Branch with centres that provide:

- training and staff development;
- buildings and facility services;
- control of records and form design; and
- financial services.

MOTOR VEHICLE BRANCH	
TOTAL NO. OF DRIVERS LICENSED	2,556,539
+4.4% of total	
+10.2% of original licences issued	
+16.1% of B.C.I.Ds	
TOTAL NO. OF COMMERCIAL TRANSPORT PERMITS ISSUED	180,830
VEHICLES PROCESSED	2,353,975
SCHOOL BUS PERMITS ISSUED	3,026
Renewals	2,701
New	325
REPORTABLE SCHOOL BUS ACCIDENTS	21
COMMERCIAL VEHICLES INSPECTED	113,714
MOTOR CARRIER APPLICATIONS FILED	3,791
+7.7%	
Additional vehicles	898
New authorities	2,893

POLICE SERVICES BRANCH

Police Services Branch ensures that the services provided by the public police and security agencies, and those related to emergency preparedness, are adequate and effective. The Branch is also responsible for the planning and coordination of provincial responses to major emergencies and events.

To provide these services, the Branch works closely with the B.C.Police Commission, the Police Academy of the Justice Institute, the RCMP (which serves as the provincial police force), 63 municipal police forces, and numerous provincial and federal Ministries and agencies, industry and communities.

There are four major Divisions in the Branch:

- ***Policing Policy and Programs Division;***
- ***Co-ordinated Law Enforcement Unit;***
- ***Provincial Emergency Program; and***
- ***Security Programs Division.***

POLICING POLICY AND PROGRAMS DIVISION

"Every society gets the kind of criminal it deserves. What is equally true is that every community gets the kind of law enforcement it insists on."

Robert F. Kennedy,
Attorney General of the U.S., 1964.

Through this Division, the Ministry provides for a wide spectrum of policing requirements, activities and programs in the province. It ensures that government is well informed on policing issues and that the police are, in turn, aware of government initiatives and views on police matters. The Division's few operational responsibilities are limited to specific, approved programs.

In formulating policing policy, Division members recommend or coordinate legislative and other initiatives. The Division administers public funds needed for police services through three federal-provincial and 51 municipal contract policing agreements. The Division is responsible for developing, implementing and monitoring such diverse programs as the police-based Victim Assistance program, the Provincial Auxiliary/Reserve Police Program, the Special Provincial Constable Program, crime prevention and preventative policing activities, and improvements to aboriginal, rural and ethnocultural policing.

The Division is providing ongoing leadership and staff support for seven other provinces and two territories in preparing for the negotiation of renewed contract policing arrangements valid beyond April 1, 1991. While the process of improving police services is ongoing, innovative policing models are being developed for use in B.C. in the next century. This is all part of the new Policing 21st program, which also involves the continuing development of partnership policing arrangements for use on Indian reserves, or in respect to Aboriginal people.

COORDINATED LAW ENFORCEMENT UNIT

The mandate of the Coordinated Law Enforcement Unit (CLEU) is to combat organized and major crime in the province. Criminal investigations are carried out by seconded police personnel in the Joint Forces Operations. The civilian component provides clerical, technical and analytical support on the Joint Forces Operations, policy advice to government on all aspects of organized crime prevention and control, and liaison with domestic and foreign police and law enforcement agencies. Since CLEU was established in 1974, its Joint Forces Operations, located in Vancouver and Victoria, have arrested more than 2,000 individuals involved in organized or major criminal activity.

The Policy Analysis Division also provides impetus

and leadership in developing provincial as well as national organized crime control policy and legislation.

PROVINCIAL EMERGENCY PROGRAM

The government's response to emergencies or disasters is coordinated by the Provincial Emergency Program (PEP). PEP's public safety mandate is met by the development and maintenance of emergency preparedness programs, response and recovery plans, and preparations necessary to prevent or minimize human suffering and property damage caused by either natural or man-made emergencies.

PEP Headquarters coordinates provincial level emergency preparedness, and directs a field staff in nine zones aligned with the province's RCMP subdivisions. The Program provides support to and coordination with regional districts, municipalities, and over 7,500 registered emergency service volunteers with a wide range of specialist skills. Training courses and activities for individuals and groups are supported and conducted by the PEP Academy at the B.C. Justice Institute which is oriented to public safety.

1989/90 ACTIVITIES

PEP operates a 24-hour-a-day, 7-day-a-week emergency operations centre, with a province-wide, toll-free telephone system for the general public, industry and local government. During the fiscal year, this system enabled PEP to coordinate response to over 3,700 emergency incidents or events.

The Provincial Emergency Program provided over 4,500 student training days in emergency preparedness planning and response during the fiscal year through courses offered at the PEP Academy and through Zone-sponsored exercises and workshops.

The province's response to the year's devastating series of floods was coordinated by PEP, as was the financial assistance and recovery process which provided over $50 million to assist families, farmers and small businesses, as well as enabling the restoration of roads, highways and dikes.

SECURITY PROGRAMS DIVISION

The Security Programs Division performs a variety of functions:

- has responsiblity for firearms control, and the regulation of the private security industry;
- licences and inspects firearm businesses, security agencies and their employees;
- regulates the operation of shooting clubs;
- administers the firearms acquisition certificate program;
- stores and disposes of seized firearms;
- trains appropriate government employees in the use of firearms;
- tests armoured car personnel on restricted weapon use; and
- informs police and the public of firearm policies and laws.

1989/90 ACTIVITIES

In 1989/90, the Division tested 153 armoured car guards for proficiency and safety in handling firearms, and provided six firearms training courses for Conservation Officers and Forestry employees. The Division took possession of 606 firearms for inspection and disposal, issued 855 firearms business licences, and issued 21,347 firearms acquisition certificates. It also issued 1,162 security business licences, and 7,236 employee licences.

STATISTICS	1986	1987	1988	1989
POPULATION				
Municipal	2,232,303	2,270,057	2,324,207	2,388,074
Provincial	655,239	654,350	659,793	668,526
Total	2,889,207	2,925,700	2,984,000	3,056,600
CRIMINAL CODE OFFENCES				
Municipal	333,670	335,964	337,543	353,843
Provincial	67,509	68,859	68,629	69,530
Total	401,469	405,062	406,424	423,373
CRIME RATE PER 1000 POPULATION				
Municipal	149	148	145	148
Provincial	103	105	104	104
Total	139	138	136	139
AUTHORIZED POLICE STRENGTH[1]				
Municipal	3594	3617	3674	3766
Provincial	1504	1504	1504	1504
Total	5098	5121	5198	5270

POLICING COST	1988-89	1989-90
Municipal	$266,549,884	$290,449,242
Provincial	$129,997,337	$133,317,863
Total	$396,547,221	$423,767,105

[1]Actual police strength is 3-6% below this figure.

SUPPORT SERVICES BRANCH

Support Services Branch provides the central services required to support the overall operations of the Ministry and its independent Boards and Commissions, several of which have a reporting relationship with the Branch. These include: B.C. Board of Parole, B.C. Coroners Service, B.C. Gaming Commission, B.C. Police Commission, B.C. Racing Commission, Commercial Appeals Commission, Criminal Injury Compensation Board, Film Classification Branch, Motion Picture Appeals Board, Order-In-Council Patients Review Board, and Public Gaming Branch.

FINANCE AND ADMINISTRATION DIVISION

This Division is responsible for:

- overall Ministry financial operations, including payroll and accounts payable and receivable;
- financial reporting (both internal and external) to the Ministry;
- financial policy development;
- facilities planning and management;
- administrative services including vehicle management, telecommunications and purchasing; and
- preparing and submitting claims for federal-provincial cost-sharing agreements.

INFORMATION TECHNOLOGY SERVICES DIVISION

This Division provides assistance and support for the Ministry's information systems. This support includes:

- policy, planning, direction and utilization of emerging technologies for program delivery;
- development of standards and quality control;
- daily operational support of the Ministry's minicomputers and networks;
- coordination and integration of Ministry systems initiatives; and
- systems acquisition and development.

PERSONNEL SERVICES DIVISION

The Division serves both the Ministry of Attorney General and the Ministry of Solicitor General. Personnel Services assist Ministry line managers in all areas of personnel administration, including:

- labour relations;
- staffing;
- classification of positions;
- organizational structure, reporting relationships, and related matters;
- training, occupational health and safety;
- women's programs; and
- personnel policy and regulations of their development as required.

POLICY AND RESOURCE ANALYSIS

The Division provides centralized Ministry-wide policy analysis, resource planning, management information and program evaluation to assist senior managers in planning and decision-making. In particular, the Division:

- coordinates the Ministry's legislation program and its participation in federal/provincial meetings and conferences;
- provides specialized policy and analytical services;
- liaises with various federal, provincial and non-government organizations on justice-related matters;
- develops the annual Ministry budget request;

- provides recommendations to the Executive on funding allocations for each Ministry program;
- monitors program expenditures and recommends corrective action; and
- coordinates development of statistical and management information for the Executive.

1989/90 ACTIVITIES

During this fiscal year, the Branch drafted a long-term plan for the Ministry and assisted in the re-introduction of moving fines. It undertook a review of the regulation of public gaming and began development of an automated executive information system.

SUPPORT SERVICES - BUDGET & STAFFING

	F.T.E.s	ALLOCATION ($)
Minister's Office	5.	248,681
Executive Office	6.	962,401
Support Services Branch	77.	9,800,394
Police Services Branch	114.	108,956,738
Corrections Branch	2,213.	147,302,922
Motor Vehicle Branch	594.	43,053,610
Coroners Service	30.	6,286,298
Public Gaming Branch	37.	2,454,157
Film Classification Branch	8.	650,383
Criminal Injury Compensation	*	7,505,000
Racing Commission	14.	10
Gaming Commission	1.	504,696
Police Commission	8.	872,493
Motor Carrier Commission	6.	419,367
Motion Picture Appeals Board	***	110,526
OIC Patients Review Board	2.	248,499
Commercial Appeals Commission	1.	153,375
Parole Board	6.	609,902
Ministry Total	**3,122.**	**$330,139,452**

COMMUNICATIONS AND PUBLIC AFFAIRS

The Division acts as a media spokesperson for the Ministry and is responsible for the preparation of the Ministry news magazine. In 1989/90, the Division designed a video to describe the Ministry's functions which is to be used as an orientation aid for new employees.

The Division assisted with the development of the Fines Project, the Radar Camera Campaign, the Intersection Campaign and the Private Vehicle Inspection Program. It also coordinated the Provincial Emergency Program provincial tour and a similar province-wide tour by the Traffic Safety Directorate.

The Division is responsible for:

- developing communication plans for initiatives undertaken by the Ministry;
- assisting the Branches within the Ministry to make more effective use of public information materials and techniques;
- instructing the Ministry staff in dealing with media and promoting a public awareness of the Ministry;
- media relations, including news releases, press conferences and special events; and
- coordination of the publications needs of the Branches, including ad preparation and placement, various agency approvals and printing arrangements.

WOMEN'S PROGRAMS

This is the first annual report of Women's Programs. Virtually all of the program activities occurred in the latter half of the fiscal year, with the approval of the Women's Programs Action Plan in July, 1989, and the appointment of the Director in October, 1989. The budget for Women's Programs from October 25, 1989 to March 31, 1990 was $65,350.

MINISTRY WOMEN'S PROGRAMS COMMITTEE

The Ministry Women's Programs Committee was established in June, 1989 and has a mandate to ensure that all areas of the Ministry are represented in the planning and development of Women's Programs activities.

WOMEN'S PROGRAMS ACTION PLAN 1989/90

This plan outlines the various areas of concern and involvement of the Women's Programs.

A. To help women maximize their employment/promotional potential, the need existed to create career opportunities by:

- establishing bridging positions in those Branches where women were under-represented.

  Status: A draft of the Employment Equity Program for Women has been tabled at Executive Committee; Corrections Branch currently has nine bridging positions designated and filled.

- recruiting women into secondments and special projects.

  Status: Support Services Branch and Motor Vehicle Branch appointed women to the planning committees for the Ministry Women's Programs Conference.

- promoting and encouraging women to seek job exchanges within the Ministry and cross-Ministries.

  Status: Ministry Job Exchange Policy was highlighted at information sessions.

- developing a notification system/resource bank for temporary appointment opportunities with the Ministry.

  Status: A notification system is under development.

- identifying women interested in appointments to Provincial Boards and Commissions, and providing that information to Women's Secretariat.

  Status: Women's Secretariat (now Women's Programs Ministry) has not yet established a data bank for appointments to Boards and Commissions.

- providing Taking Charge of Your Career courses and encouraging attendance by female employees.

  Status: Five women from the Ministry were trained as facilitators of the course. Five courses were delivered, in conjunction with the Attorney General, and there is a significant wait list for the Program. More courses are planned for the new fiscal year.

- assisting women taking work-related/career-enhancement training not included in Branch training plans by providing 50% of tuition fees.

  Status: A total of $642.00 was provided for career development; it is anticipated that a much larger amount of tuition assistance will be provided in the next fiscal year.

- producing a Ministry-wide analysis of the needs of parents for corporate child care.

  Status: An Advisory Committee on Day Care for Public Service Employees was created to provide recommendations for day care guidelines, and to conduct a survey of the needs of public servants for on-site day care in Victoria, Nanaimo, Kelowna and Prince George. The recommended guidelines have been approved by Cabinet.

  As a result of a 1989 survey of the needs of parents in Motor Vehicle Branch Headquarters, an on-site day care has been included in the facility planning for the new MVB Headquarters building.

- implementing Ministry-wide policy requiring at least one female member to sit on each hiring and promotional selection panel.

  Status: All Branches have implemented the policy.

B. To encourage and support the information of women's groups and the exchange of information within the Ministry by:

- creating an annual Ministry Women's Conference.
  Status: Planning of the Conference is completed; 200 men and women will attend a 2-day conference in Vancouver.
- writing a column devoted to Women's Programs for each Ministry Newsletter.
  Status: Such a column has been produced.
- supporting the monthly meeting of the Ministry Women's Programs Committee, with representation from each Branch and from the Deputy Minister's Office.
  Status: The Committee was established, however, it met at the call of the Chair rather than monthly.
- establishing Branch Women's Committees.
  Status: To date, only Corrections Branch has such a Committee.

C. To assist women and men in the Ministry to work together effectively by:

- addressing issues related to working together, and encouraging management participation.
  Status: A conference format has been developed, and senior and middle managers will attend a conference in May, 1990.

TRAFFIC SAFETY DIRECTORATE

This fiscal year saw the creation of the Traffic Safety Directorate. The primary mission was to raise the level of understanding in B.C. of the importance of traffic safety as a major public safety concern. To accomplish this goal, public meetings were held across the province. Based on the oral and written input received by the Directorate, a report was prepared and presented to the Minister. Several of the program measures have either been implemented or are in the process of being further developed.

OPERATION

In creating the Directorate, an attempt was made to avoid expanding the bureaucracy in the provincial government. Consequently, the Directorate essentially consists of a chairman and one full-time staff member.

The Directorate functions through two advisory committees and a number of ad hoc working groups, as required. It also relies on the input from the citizens of B.C. for its success.

CITIZENS ADVISORY COMMITTEE

The provincial Citizens Advisory Committee on Traffic Safety has been organized with representatives from all regions of the province and from major groups concerned with traffic safety.

An initial meeting of the Committee has been held, and the intention is to meet three or four times per year. At the meetings, the concerns and interests of the citizens will be discussed. The committee will be encouraged to debate new and proposed traffic safety counter measures that are intended to reduce the losses being experienced in the provincial road system.

INSURANCE CORPORATION OF B.C.

The Insurance Corporation of British Columbia was established in 1973 under the* Insurance Corporation Act *to administer Autoplan, a compulsory automobile insurance program providing basic liability coverage and accident benefits to all licensed motor vehicle owners in the province. In competition with other insurance companies, the corporation also offers a comprehensive range of optional automobile coverage. It began reporting to the Solicitor General in November, 1989.

The Insurance Corporation provides protection from motor vehicle related losses to the citizens of B.C. and endeavours to do so at cost.

In 1989, the total premium and investment income of the *Insurance (Motor Vehicle) Act* fund reached $1,525 million, an increase of 22.2 % over 1988. This increase is partly the result of motorists buying more and better protection, particularly against injuries to themselves and other, and partly due to higher short term interest rates earned for much of the year on the Corporation's investment portfolio. The cost of claims and operating expenses also increased by 17.4 % from the $90.1 million.

The Rate Stabilization Reserve was bolstered by $35 million to protect policy holders against the need for sudden large rate increases in the future. The implications of the series of natural disasters in 1989 caused re-evaluation of the Corporation's Catastrophe Reserve which was increased by $10 million. The remainder was carried forward into 1990 as unappropriated surplus.

The Corporation considered the unappropriated surplus of $45 million in increasing the 1990 premium rates by 4.8 % to achieve a break-even position for that year.

On November 15, 1990, the Corporation announced an average premium increase of 4.5 % for 1991.

REGULATORY AND SERVICE AGENCIES

BOARD OF PAROLE

The B.C. Board of Parole is an independent tribunal which makes decisions regarding the conditional release of inmates in provincial correctional centres. It receives its authority from the Parole Act (Canada) and the Corrections Act (B.C.).

The Board consists of a full-time chairman and 22 part-time community members who serve on an as-needed basis for a period of four years. Membership reflects all areas of the province and a broad cross-section of occupational backgrounds and community interests. All members receive training and ongoing professional development in areas of law and correctional issues.

In 1989/90, the B.C. *Parole Act* was passed which gives structure to the Board and sets conditions and tenure for Board members. *The Act* also allows those offenders convicted of provincial statute offences to apply for parole.

CONSIDERATION FOR PAROLE

In order to be considered for parole, an inmate must make application for a hearing and develop a viable release plan which includes giving details of residence, employment or school, community support and commitment to restitution and participation in relevant treatment programs.

The plan is checked and evaluated by an officer in the offender's home community. The Board also receives an evaluation from the correctional centre which includes behaviour and participation in treatment programs.

These hearings are conducted in correctional centres throughout the province during which the Board considers the offender's offence, criminal record, remarks of the sentencing judge, police, victim's views and letters of support.

After interviewing the applicant, a panel of the Board renders a decision to grant or deny parole based on three criteria:

- risk to the public;
- benefit derived from incarceration; and
- the value of early release in aiding an offender's reform and rehabilitation.

When a parole is granted, the Board places conditions on the parolee which sets limits on movement, restricts behaviour, requires regular reporting to a parole supervisor, and may require attendance at treatment programs. If parole is violated, the parolee is returned to jail immediately.

1989/90 ACTIVITIES

During 1989/90, the Board rendered 1,481 decisions on parole applications or conditions: 629 paroles were granted, 458 were denied, 124 were revoked. Overall, 579 paroles were completed successfully. On average, there were 330 people on parole per day.

During the year, the Board participated in the native justice consultation process.

B.C. CORONERS SERVICE

The B.C. Coroners Service is the provincial agency charged with inquiring into all sudden and unexpected deaths, clarifying the circumstances for the public record and, where appropriate, making recommendations to prevent future loss of life. The investigative resources of the Coroners Service ensure that no death is overlooked, concealed or ignored. The coroner speaks for the deceased, the family and the community. It is an independent, community-oriented, public service.

The coroner, as a representative of that community, may come from a wide variety of backgrounds. The Service provides a support to relatives and friends, public and private agencies, and the community as a whole. Through its information, research and recommendations, the office serves to enhance public health and safety and is a major provincial and national resource for the control of preventable death.

The Service's mandate is especially directed to the protection of those who are dependant on others for their care and custody. This group includes the aged, chronically ill, mentally ill or retarded, and those who may be legally confined.

The training and experience of coroners, and the professional expertise of those who support them, allows the piecing together of all the facts necessary to conclude who the deceased was, and how, when, where, and by what means death occurred. The thrust of the investigation is fact finding, not fault finding. Fulfilling this mandate requires individuals with a great deal of understanding, wisdom and human sensitivities.

CORONERS

RESPONSIBILITIES INCLUDE:

- investigating physical, medical and human factors surrounding the approximately 9,000 reported cases each year in B.C.;
- determining the facts of death through Coroners' Judgements of Inquiry;
- conducting Public Inquests by examining witnesses under oath, and focusing public attention on a death; and
- disseminating the findings and recommendations of Inquiries and Inquests to appropriate private and public sector agencies. While Coroner and Jury recommendations have no authority in law and beyond public persuasion, they are for the most part, well received and implemented.

The Chief Coroner has a staff of approximately 150 people. This includes 30 full-time employees, 102 fee-for-service coroners, and 14 contract coroners. Regional offices throughout the province provide a decentralized service to the following regions: Vancouver, Fraser, Nanaimo, Victoria, Kamloops, Kelowna and Prince George.

1989/90 ACTIVITIES

In the 1989/90 fiscal year, the Coroners System handled 9,137 cases, an increase of 501 over the last fiscal year. A total of 48 Coroners' Inquests were held and 3,778 Judicial Inquiries completed.

Of the approximately 2,000 unnatural deaths reported to coroners throughout the province, 52% were classified as accidents, 24% suicides, and 7% homicides. For the purpose of the *Coroners Act*, homicide denotes a neutral term without imputing fault or blame albeit the death resulted, directly or indirectly, from the actions of another person.

The 1989/90 fiscal year produced significant achievements in the following areas:

- completion of the decentralization plan;
- establishment of a regular basic training course for coroners;
- first publication of a quarterly, entitled

The Crowner, distributed to collateral agencies;

- completion and distribution of an investigative policy manual. Policy manuals for the judicial and administrative programs are near completion; and
- completion of a Mass Disaster Contingency Plan for use by coroners and pathologists in concert with many other agencies.

Leadership and support activities continue to provide and maintain effective levels of services, however 1989/90 was a year of review and reflection of future service capabilities. Priorities have been identified for short and long term objectives. These include:

- planning and initial development of an improved database for public information and dissemination. This will ensure the Service's ability to share information with provincial, federal and international agencies concerned with public safety;
- on-line access to central database through regional offices;
- continuing education program for coroners and staff;
- development of proactive death prevention strategies by identifying and forecasting hazardous situations of practices;
- encouragement of inter-agency cooperation and pooling of knowledge and resources relating to public safety and death prevention. This encompasses community involvement and inter-jurisdictional communication; and
- facilitation of university, medical, social and other research groups in their efforts to study and analyze deaths in the province. This will add to the sum of knowledge in the field of death investigation and prevention.

B.C. GAMING COMMISSION

The B.C. Gaming Commission was established in April, 1987, as the authority in B.C. to licence charitable organizations and establish the Terms and Conditions of charitable gaming. The Commission licenses and establishes policy in three primary areas: bingo, ticket raffles and casinos. It also licenses and develops policies for fairs and exhibitions as well as social clubs.

Commission members are Order-in-Council appointees whose authority is established by the Criminal Code of Canada. They meet monthly to establish policy, conduct hearings, examine Public Gaming Branch reports, receive briefs from interested parties, conduct business, and tour gaming sites.

Commissioners also conduct community information meetings in various locations throughout the province. During the 1989/90 fiscal year, community information meetings occurred in Penticton, Vancouver, Kelowna, Cranbrook, Kamloops, Fort St. John, Prince George, Victoria, Surrey and New Westminster.

Charitable gaming in B.C. is a highly regulated activity. This regulation is to ensure the integrity of the industry in the province. The B.C. Gaming Commission works closely with the Public Gaming Branch to maintain this integrity and to maximize the monetary benefits to all approved charitable organizations. Casino management companies and bingo hall owners and lessors are registered and their locations approved.

Policy refinement and clarification of the standard operating procedures regarding casinos ensured the maintenance of efficient licensing practices which involved the approval of over 5200 licences in the 1989/90 fiscal year. These licences generated $96.7 million to charitable objectives in B.C. in the same fiscal year.

Charitable gaming revenue supports over 3,500 groups across the province, with more than 20,000 volunteers being involved in these fund raising activities. Direct program support is provided to a variety of social agencies as well as approved religious, educational, athletic and cultural organizations.

B.C. POLICE COMMISSION

The Commission is a publicly accountable body established under the* Police Act. *Its members are appointed by the Lieutenant-Governor in Council, and its staff numbers 15. The Commission's accountability role pertains to the 12 independent municipal police departments in the province. This role and mandate varies from quasi-judicial, with respect to discipline and citizens' complaints, to the oversight of the citizen complaint process, making recommendations, researching, conducting special investigations, and periodically inspecting municipal police departments. The Commission does not have jurisdiction over the Royal Canadian Mounted Police.

1989/90 ACTIVITIES

Highlights of the Commission's Program over the year include the following:

CHANGES TO LEGISLATION

On July 1, 1989, amendments were made to the *Police Act* which strengthened its investigative and enquiry powers, and ensured that complaints made by the public about the conduct of municipal police officers are handled promptly and impartially.

COMPLAINT COMMISSIONER

The Office of the Complaint Commissioner was established in accordance with the amendments of the *Police Act*. The Commissioner is a member of the B.C. Police Commission and has various powers to oversee the handling of citizens' complaints.

RESEARCH

The Commission began, or continued research, in the following areas:

- police pursuits;
- police standards;
- evaluation of public attitude studies;
- police use of deadly force;
- alternatives to the use of deadly force; and
- video taping of police interviews of young offenders.

APPEALS

The Commission heard two appeals under the Police (Discipline) Regulation, in both cases upholding the decision of the municipal police board concerned. The Commission also heard 19 appeals under the *Private Investigators and Security Agencies Act*.

INQUIRIES

Three members of the Commission were appointed under the *Inquiry Act* to investigate and report on allegations made by Robert and Francine Fullerton against the actions in 1985 of members of the Matsqui Police Department. The Commission conducted hearing under this mandate but did not complete its work in this fiscal year.

AUDITS

The Commission conducted major comprehensive audits of three municipal departments: Saanich, Oak Bay and New Westminster. It also conducted Uniform Crime Reporting audits (to ensure police statistics are properly maintained) in five municipal departments: Oak Bay, Central Saanich, Esquimalt, Matsqui and Victoria.

B.C. RACING COMMISSION

The Commission was established in 1960 by the provincial* Racing Commission Act *to govern, direct, control and regulate horse racing in the province. During 1989/90, the Commission was increased from four to five members. It employs a staff of racing officials, veterinarians and investigators to ensure that all race meetings are properly supervised, and that all horses are examined prior to races. A high standard of harness and thoroughbred racing is preserved in this way, allowing the betting public to maintain its confidence in the industry.

Horse racing continues to take place at Exhibition Park in Vancouver, Cloverdale Raceway in Surrey, Sandown Park in North Saanich, Sagebrush Downs in Kamloops, Kinsmen Park in Vernon, Desert Park in Osoyoos, and Sunflower Downs in Princeton. About 10,000 people are employed in the province's racing industry.

1989/90 ACTIVITIES

Horse racing in the province is experiencing a situation similar to other major racing jurisdictions where the attendance is dropping (-6.2%), but the wagering is increasing (+5.8%). This is a concern of the Commission and the racing industry, and in an effort to correct this dilemma, each sector of racing has developed a new and rejuvenated marketing and promotion program. It is expected that statistics will improve in the next fiscal period. The new Racing Commission members endorsed the recommendation of the departing Commission members and recommended that Executive Council pass an Order-In-Council accepting the teletheatre betting concept in B.C., as offered by Section 204 of the Criminal Code of Canada.

In relation to the new track site, a site selection committee was chosen and a local Vancouver consultant firm contracted to review sites capable of accommodating a one-mile racing facility with the possibility of developing an equestrian centre adjacent to the track.

The Commission conducted 10 formal hearing during this reporting period, and issued 5,093 licences to people actively engaged in the horse racing industry at the operating race tracks. The Board of Stewards at the thoroughbred tracks, and the Board of Judges at the standardbred tracks issued 300 rulings in relation to rule violations.

The Commission introduced human toxicology testing on all licensees riding or driving competing horses. A total of 80 tests were conducted with only three positive tests for marijuana or cocaine abuse. The individuals involved in the positive tests have resolved their drug abuse problems through recognized rehabilitation programs, and have actively returned to the industry.

1989/90 RACING STATISTICS WITH PERCENTAGE COMPARISONS TO THE PREVIOUS YEAR

Track	Number of Days	Total Amount Wagered	Daily Average	% Change	Average Daily Attendance	% Change
Exhibition Park	120	142,811,444	1,190,095	+12.0	6,656	-3.1
Sandown Park (Th)	13	2,315,911	178,146	+60.5*	2,372	+40.1
Cloverdale Raceway	112	53,077,377	473,905	+4.6	2,654	-3.3
Sandown Raceway (H)	51	7,280,139	142,748	-5.9	1,614	-8.2
Lower Fraser Valley Ex. Assn.	9	1,159,534	128,837	-1.3	1,197	-9.2
Sagebrush Downs, Kamloops	16	715,700	44,731	+7.8	739	-3.4
Kinsmen Park, Vernon	10	541,661	54,166	+1.1	1,461	+11.0
Desert Park, Osoyoos	4	133,812	33,453	+12.2	1,051	-15.9
Sunflower Downs, Princeton	2	79,966	39,983	-7.3	1,443	+23.3

* In 1988 Sandown extended its racing days and included 56 races of intertrack wagering from Exhibition Park.
In 1989 Sandown offered live racing only.

COMMERCIAL APPEALS COMMISSION

The Commission was established in 1982 when Royal assent was granted to the* Commercial Appeals Act. *The Commission replaced the Corporate and Financial Services Commission and has jurisdiction to hear appeals under the following provincial statutes:

- *Cemetery and Funeral Services Act;*
- *Company Act;*
- *Credit Reporting Act;*
- *Credit Union Act;*
- *Debt Collection Act;*
- *Insurance Act;*
- *Liquor Control and Licensing Act*;*
- *Liquor Distribution Act*;*
- *Mortgage Brokers Act;*
- *Motor Dealer Act;*
- *Real Estate Act;*
- *Society Act; and*
- *Travel Agents Act.*

* As of November 17, 1989, the Liquor Appeal Board was formed, operating under the Ministry of Labour and Consumer Services.

1989/90 ACTIVITIES

The following figures include all Liquor Appeals for the fiscal year:

- Number of Appeals – 95;
- Number of Hearings – 60;
- Number of Sitting Days – 70.

CRIMINAL INJURY COMPENSATION BOARD

Administered by the Workers' Compensation Board of B.C., the Criminal Injury Compensation Board provides compensation in two specific cases: for personal injury or death for victims of crime in the province; and for those victims injured or killed while trying to prevent an offence, make an arrest, or assist a police officer in making an arrest.

The Criminal Injury Compensation Act provides the Board with exclusive jurisdiction to determine whether a person is entitled to compensation, and to determine the form and amount of award.

Except for administration costs, the province recovers $0.25 per capita of the population of B.C., or 50% compensation paid (whichever is less) from the federal government.

Of the 4,393 applications, 3,088 were disposed of, leaving 1,305 applications to be carried forward for the 1990/91 fiscal year. Awards were allowed in 2,712 cases; 549 applications were disallowed, and 27 applications were not proceeded with by applicants.

Of the 2,172 allowed cases, approximately 72%, or 1,561 of the awards granted related to sexual offences, including sexual abuse of children and indecent assaults.

Expenditures for 1989/90 amounted to $10,247,886.10. Administration costs were $714,793.25, or approximately 7% of the total. Compensation awards totalled $9,533,092.85.

FISCAL YEAR 1989/90

STATISTICS		VICTIMS' PROFILE	
New applications received	3,349	AGE	
Carried forward from 1988/89	1,044	22 - 30	799
Total applications considered	**4,393**	13 - 18	671
		06 - 12	641
PAYMENTS		31 - 35	334
Pain & Suffering	$4,302,195.93	19 - 21	248
Medical Aid	2,602,110.78	56 - 60	36
Wage Loss-rehabilitation	1,975,170.89	GENDER	
Pecuniary Loss Dependants		Male	1,449
(widow/children)	653,615.25	Female	2,128
Total	**$ 9,533,092.85**	OCCUPATION	
		Employed	906
		Unemployed	2,671

FILM CLASSIFICATION BRANCH

The purpose of the Film Classification Branch is to regulate the public exhibition and distribution of films and videos in the province, according to statutory requirements.

The *Motion Picture Act* defines the categories of films for public exhibition: GENERAL, acceptable to all age groups; MATURE, offering a guide to parents; 14 YEARS, limiting admission to those over 14 years of age, but allowing for adult accompaniment; RESTRICTED, limiting admission to those over 18 years of age, but allowing for adult accompaniment; and RESTRICTED DESIGNATION, restricting admission to those over 18 years.

All films which are to be exhibited publicly, or adult videos which are sold or rented through video retail outlets, must first be submitted to the Director for review. The Director can refuse to approve the exhibition or distribution of a film or video, or may order the removal of the material.

The Branch also licenses theatres, film and video distributors and all video retailers. Regular inspections of theatres and video outlets are part of an ongoing inspection program which also includes responding to public complaints.

1989/90 ACTIVITIES

During 1989/90, the Branch reviewed 483 adult videos for retail distribution. Also reviewed were 621 films and videos for public exhibition

Because licences must be renewed annually, the numbers issued give an indication of the extent of the industry in the province. Licences were issued to 99 general and adult film distributors, 976 general video retail outlets, 380 joint holders, and 26 adult only outlets. The Film Classification Branch also licensed 246 theatres. Revenues from licensing and approval fees for the reporting year totalled $747,945.55.

Inspectors have continued to ensure that adult video outlets comply with the *Motion Picture Act*. Before a new outlet is licensed, inspectors make certain that the adult and general material have been both visually and physically segregated according to the Act. Inspectors seized approximately 2,173 adult videos from retail outlets because they did not carry the proper decal. Many of the seized videos contained prohibited material as described in Section 5 (3) of the *Motion Picture Act*.

MOTION PICTURE APPEAL BOARD

The Motion Picture Appeal Board hears appeals by exhibitors and distributors of motion pictures and videos concerning decisions rendered by the Film Classification Division. Both the Appeal Board and the Division operate under the authority of the Motion Picture Act.

1989/90 ACTIVITIES

During the reporting year, the Board heard three appeals involving the classification of a film.

MOTOR CARRIER COMMISSION

Established in 1973, the Commission is an administrative tribunal which regulates the for-hire motor carrier industry (trucks, taxis, buses, etc.) in B.C. The Commission derives its authority from both the Motor Carrier Act and the federal Motor Vehicle Transport Act.

Motor carriers that transport passengers or goods for payment over the province's highways are required, with few exceptions, to be licensed under the *Motor Vehicle Act*. The Commission may make investigations, inquiries, regulations and orders necessary to carry out its mandate. Its interest is in promoting efficient service, reasonable tariffs, safety on the highways, and sound economic conditions in the transportation business of the province.

Under the *Motor Carrier Act*, the Lieutenant Governor in Council appoints three people to the Motor Carrier Commission.

Applications for new licence authority or revisions to existing authority are filed with the Motor Carrier Division which performs certain investigative and clerical functions for the Commission. All applications are forwarded to the Commission for decisions. If necessary, the Commission sets an application down for public hearing and investigation.

1989/90 ACTIVITIES

The licensing year for this report runs from March 1, 1989 to February 28, 1990. During the last licence year, the Commission processed 3,791 applications, conducted 71 public hearings, and generated $4,447,000 revenue.

Further information regarding the Commission's activities may be found in its annual report which is a requirement under Section 34 of the *Motor Carrier Act*.

ORDER-IN-COUNCIL PATIENTS REVIEW BOARD

This Board reviews the circumstances of those in the province who have been charged with an offence and are found by the Courts to be either unfit to stand trial, or not guilty on account of insanity.

In both cases, the Board recommends to Executive Council whether the person is fit or unfit to stand trial, or, what actions are required for the individual's gradual return to the community, cognizant of his or her mental stand and the interests of the public. Of those in custody under Order-In-Council, most are held at the Forensic Psychiatric Institute, in Port Coquitlam.

PATIENT INTERVIEWS APRIL 1989 TO MARCH 1990

RECOMMENDATIONS	NUMBER OF RECOMMENDATIONS MADE BY BOARD	ACTED ON	OUT-STANDING	REJECTED BY EXEC. COUNCIL
No change	151	151		
Safe custody	13	11	2	
Conditional discharge (level one)	19	12	2	5
Conditional discharge (level two)	12	10	2	
Absolute discharge	9	5	2	2
Fit to stand trial	15	15		
Unfit to stand trial	20	20		
No recommendation made regarding fitness	1	1		
No recommendation made, review put over	3	3		
Transferred with Review from Regional Psychiatric Centre to Forensic Psychiatric Institute	1	1		
TOTAL INTERVIEWS	**244**	**229**	**8**	**7**
Transferred without Review from Forensic Psychiatric Institute to Saskatchewan		1		
Ontario		1		
Transferred without Review from Woodlands School to Forensic Psychiatric Institute		1		

PUBLIC GAMING BRANCH

The Public Gaming Branch makes recommendations to the B.C. Gaming Commission on matters of policy, sets gaming standards, and regulates the operation of:

- ***charities who use bingos, ticket lotteries, or casino events to raise funds;***
- ***commercial bingo and casino operators who provide facilities and equipment for licensed charities; and***
- ***various types of gaming at fairs, exhibitions and in social clubs.***

The Branch receives and screens all applications for gaming licences and makes recommendations to the B.C. Gaming Commission on approval, amendment or denial of licence. The Branch enforces the Terms and Conditions of the Licence (approved by the Commission) and monitors all gaming activity through inspections, audits and investigation of irregularities and suspected violations. Branch staff provides advice to licensed charitable organizations to ensure they comply with the regulations, as well as overseeing training initiatives.

The Branch maintains liaison with the police community and other jurisdictions on public gaming activity and, in collaboration with the B.C. Lottery Corporation, it sets standards for control and distribution of bingo paper.

1989/90 ACTIVITIES

During the 1989/90 fiscal year, the Branch developed and implemented:

- a prelicensing and investigation strategy, and extended the investigation and inspection program throughout all the regions of the province;
- Standard Casino Procedures which establish clear standards for the conduct and management of casino events;
- the Terms and Conditions of Licence as approved by the B.C. Gaming Commission;
- a casino volunteer training program which provides volunteers with information regarding their rights as well as roles and responsibilities at casino events; and
- the first stage of a common licensing year for licencees in the 50 commercial bingo locations. In 1989/90, the Branch received 7,549 applications and issued 5,812 gaming licences. There were 21 incidents of theft/embezzlement totalling $255,718 in losses, identified and investigated.

PUBLIC GAMING BRANCH STATISTICAL INFORMATION

GAMING PROCEEDS ($ MILLIONS)	1989/90	1988/89	1987/88	1986/87
BINGO				
Gross Revenue	231.1	224.0	170.1	112.4
Prize Payout	133.8	134.0	101.4	68.0
Administrative Costs	30.6	33.0	23.6	20.7
Charitable Proceeds	63.1	54.0	43.7	23.7
Licence Fees	3.6	3.0	1.4	n/a
CASINO				
Gross Revenue	159.5	119.0	92.9	32.0
Player Payout	115.6	85.1	69.7	24.3
Administrative Costs	17.5	13.6	9.6	5.5
Charitable Proceeds	22.0	16.9	11.5	2.2
Licence Fees	4.4	3.4	2.1	n/a
TICKET RAFFLES				
Gross Revenue	18.8	16.0	23.4	21.4
Prize Payout	7.1	7.0	10.0	8.9
Administrative Costs	3.2	1.7	3.1	3.2
Charitable Proceeds	8.1	7.0	10.1	9.3
Licence Fees	0.4	0.3	0.2	n/a
OTHER				
Gross Revenue	9.5	11.5	n/a	n/a
Charitable Proceeds	3.5	2.5	n/a	n/a
Licence Fees	0.4	0.5	0.1	n/a
TOTAL - ALL LICENCES				
Gross Revenue	418.9	370.5	286.5	165.8
Charitable Proceeds	96.7	80.4	65.3	35.2
Licence Fees	8.8	7.2	3.8	n/a
LICENCES ISSUED				
Bingo	2,042	1,930	2,056	2,176
Casino	2,580	2,354	2,031	1,925
Ticket Raffles	779	803	1,090	1,475
Other	210	119	20	n/a
TOTAL	**5,611**	**5,206**	**5,197**	**5,576**

As at June 1, 1990
Replaces January 30, 1990

VOLUNTEER ACKNOWLEDGEMENT

Both the Corrections Branch and Police Services Branch have numerous unpaid volunteer programs which contribute greatly to the effectiveness of the Branches' operation and administration. Approximately 19,500 people contributed their time in 1989/90 to help improve the level of public service in these areas.

POLICE SERVICES BRANCH

Volunteer programs involve close to 18,000 volunteer participants:

- Auxiliary Special Constables (RCMP): 1,150 volunteers;
- Municipal Reserve Special Constables: 250 volunteers;
- Block Watch/Citizen Patrols: 3,000 volunteers;
- Crimestoppers: 200 volunteers;
- Block Parents: 5,000 volunteers;
- Provincial Emergency Program: 7,600 volunteers;
- Police Based Victim Assistance Program: 500 volunteers.

CORRECTIONS BRANCH

Two areas of this Branch involve community participation, which attracted an estimated total of 1,673 volunteers.

Institutional Corrections involved 1,665 volunteers in the following programs:

- Religious Programs;
- Native Liaison;
- Recreation (music, sports, etc.);
- School Programs;
- Alcoholics Anonymous;
- Narcotics Anonymous;
- Literacy Programs;
- Family Support Programs;
- M2W2;
- Elizabeth Fry;
- Job Readiness Training;
- John Howard;
- Citizen's Advisory Committees;
- Victim-Offender Reconciliation Programs.

Community Corrections involved 13 volunteers in the following programs:

- Native Liaison;
- Family Support;
- Community Service Orders Supervision.